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ABSTRACT

The Adult Basic Education in Corrections Program discussed in this paper is a model for redirection in corrections; it is an acknowledgement of the need to provide educational programs to meet the special needs of adult offenders. Three outcomes have been realized from the program thus far: analysis of the situation, synthesis of a conceptual model of adult basic education in corrections; and design of 66 models for delivery systems of adult education in corrections. The program also provides a training component. Among the functions of the model are conceptualizing the system, processing information, establishing a philosophy and assessing needs, defining goals, formulating plans, implementing programs, and measuring outcomes. A bibliography and model charts are included. (RS)

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# REDIRECTION IN CORRECTIONS THROUGH ADULT BASIC EDUCATION

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# REDIRECTION IN CORRECTIONS THROUGH ADULT BASIC EDUCATION

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## Introduction

Half of the American adults over 25 cannot read well enough to get along in today's society. They are functionally illiterate. The definition of functional literacy is expressed in terms of having the skills required to get along in today's society. This means being able to cope with things like newspapers, job applications, drivers instruction manuals, income tax returns, job instructions, television guides. Harman (1970) said that half the population in America's affluent society of the seventies could not cope with these everyday demands for existence (Harman, 1970).

The Census reports at least twenty percent out of a population of 223 million adults, which points to some forty-five to forty-seven million adults, fifteen years of age and over, who cannot expect to get or retain employment commensurate with their potential abilities due to a lack of basic skills.

Since the passage of the Adult Education Act of 1966 a concerted effort has been made, and federal funds have been invested, to erase, at least in part, this blot on the pages of contemporary American history. A significant investment has been made through state grants, teacher training programs, and special experimental demonstration projects to come to grips with the problem of America's adult illiterate men and women, who constitute a tax-burden, rather than being tax-paying citizens. The appropriation of funds

under P.L. 89-750 is a national recognition of the problem, and an all-out attempt to marshal resources in an effort to achieve a solution. For the most part, significant inroads have been made through local, state, and federal efforts to eradicate functional illiteracy in this most affluent nation of the twentieth century. One group, however, remains on the outskirts of these efforts to ameliorate the literacy problem of the United States. One segment of the functional illiterate group has remained on the other side of the track. Except for sporadic and uncoordinated local efforts, this group has been a drain on the tax dollar and a blight on the national scene. This group has been and will continue to be the forgotten, the neglected, the rejected, the men and women who have failed, who have been castigated by society for their failures, and who--but for the grace of God--will fail again. Who are these men and women, the forgotten, the neglected, the rejected adult illiterated of twentieth century America?

## A Profile of the Offender

Who are the prisoners, parolees, probationers of American society, the men and women who live outside-the-law, whose behaviors are anti-social? The answer to this question is a picture of the academically, vocationally, and socially deprived segment of American society. The Adult Education Act of 1966 describes the bulk of the prison population of the twentieth century, "those adults who by virtue of their deficiencies in communications,

computation , or social relationship skills are substantially impaired in their capability of getting or retaining employment commensurate with their real ability." The Adult Education Act, passed by Congress in 1966 and amended in 1970, was, and is, a national recognition of the critical education problem facing the American Nation in these times of strife and stress. The problem, in its most simplified form, is a question. How, in this nation of affluence and upward mobility, can the substantially large segment of the populace denied the right to these national benefits by their own academic, social, civic, and vocational limitations, be afforded an equal opportunity to achieve and enjoy the personal satisfactions and social benefits of a free society?

The jails, workhouses, penitentiaries, and reformatories of the nation admit, control, and release an estimated 3 million individuals each year. This is roughly half the population of New York City. On the average, approximately 1.3 million people, greater than the population of any of fifteen states, are under correctional authority. The average daily population in corrections in 1975 is projected at 1.8 million (American Bar Assoc., 1971).

Corrections officials estimate that eighty-five percent of state prison inmates are school dropouts. This means that over one million persons in the United States penal institutions

and correctional settings lack the schooling required to enter and maintain gainful employment. The American Bar Association estimates the average educational achievement at fifth to sixth grade level (American Bar Assoc., 1971). These men and women manifest a distorted value system, the majority are insecure, exhibit little self-discipline, have a low self image. Forty percent are without previous work experience. In light of the academic, vocational, and social deficits of this substantial segment of American society, is it any wonder that they represent a failure of the American system.

Correctional officials describe the average state prison inmate this way: 85 percent are school dropouts; the average educational attainment is the fifth or sixth grade; the average I.Q. is 85; 20 percent are mentally retarded; 40 percent are without previous work experience; most have a distorted value system; the majority are insecure, exhibit little self-discipline, and posses a low self image. Most important, 96 percent will walk the street as free men after an average stay of two years.

The criminal law cannot be more effective in the long run than the quality of the correctional procedures which are brought into play. What we must never forget is that, barring few, every inmate of our prisons is due to mix and mingle again in society, sooner or later (Jawarski, 1970). President Nixon noted in a memorandum to the Attorney General almost a year ago: Today, at

least 40 percent of all offenders released from custody eventually return to prison. The FBI Crime Reports for 1968 show that 82 percent of a sample of offenders arrested in 1967-68 had been arrested previously. In spite of the fact that they have been exposed to the presumably beneficient influences of the home, the church, and the school, they stumble from one mud puddle of life to another . . . (Beto, 1970).

## A Look at the Correctional System?

The correctional system does not correct. Time, January 8, 1971, describes the American correctional system as a hodgepodge of uncoordinated institutions run independently by almost every governmental unit in the United States. Most offenders have, at some point, been incarcerated in one of the 4,047 county jails or similar local lockups, the worst of the correctional evils. The jail mess is typified by New Orleans' Parish Prison, which Time describes as a putrid pen built in 1929 to hold 500 prisoners, but, which in 1970 was housing 850. Many four-bunk cells hold seven inmates. Mattresses smell of filth. Toilets are clogged. Education is unheard of (Time, Jan. 18, 1971).

The idea that imprisonment corrects criminals is a myth. Before the eighteenth century, prisons were mainly for the debtors and accused. The convicted were punished--swiftly and completely. There was no turning back from the slice of the guillotine. In 1970 in America's Philadelphia, the Quakers started a humane

alternative to the practice of corporal punishment which had pervaded corrections for centuries. The Quakers introduced the cage concept. They locked the convicted in solitary cells, until death did them take. Today, America is punctuated with these cages. The idea of education or training in anathema to the notion of caging. Most states provide no usable training. In this perverse climate, the prisoner is expected--by osmosis, no doubt--to become socially and civically responsible, economically efficient, and to develop that ultimate goal--the positive self-image. But, he is given no chance to reach these noble ends.

In the first week of September, 1971, Time Magazine confirmed the fact that the grim prediction of a man that he would not leave the California prison system alive, came true (Time, Sept. 6, 1971). In one of the bloodiest prison upheavals in modern times, George Jackson was killed while attempting to escape from California State Prison at San Quentin. With him died three prison guards and two fellow inmates. The bloody carnage lasted only a few tragic minutes, but in that time the gauntlet was thrown. A society founded on promise of salvation for the lame, the halt, the sick, guarantee of equal opportunity for all men was taken to task. The so-called tenets of the American penal system were shaken to the foundation. The reports of rehabilitation and correction as primary goals of the penal system were suspect in light of the riot report and pictures of 25 prisoners stripped naked, manacled, and forced to lie

on the prison ground for six hours.

In a feature article in the September 27 issue of Time, the tragedy of corrections is described (Time, Sept. 27, 1971). At 9:44 on a drizzly overcast morning . . . a radio loudspeaker snapped out the order to attack. Through the stinging mist of CS pepper gas dropped by Viet Nam-style helicopters, yellow-clad troopers set off a barrage of rifle fire from atop 30-ft. prison walls. More than 500 officers--armed with shotguns, rifles, pistols and clubs--charged into the crowded compound, shooting as they ran. Sporadic firing continued for nearly an hour. When the one-sided battle was over, lawmen representing the State of New York had killed 26 convicts and nine . . . hostages . . . That was Attica.

The violence at Attica sent tremors throughout U. S. Prisons. One uprising took place at Baltimore city jail, where some 200 prisoners (nearly all unconvicted blacks awaiting trial) rioted in the mess hall, . . . The convulsion of conflicting values and emotions put in question the future of a penal system that most responsible authorities consider a dismal failure. Many officials, including President Nixon, hoped that the tragedy would give a sorely needed impetus to prison reform. Others worried about the danger of a new rush toward repression that would make prisons even more inhumane. Attica had a population of 2,250 prisoners, 75 percent of whom were black or Puerto Rican. All of the 383 guards were white.

Former inmates of Attica contended that solitary confinement was frequently imposed for minor infractions, and that beatings in the elevator en route to "the box" were common. Inmates were allowed only one shower a week, even though many worked (for as little as 25¢ a day) in the metal shop, where temperatures exceed 100°. One bar of soap and one roll of toilet tissue was the maximum allotment each month. There was little useful vocational training.

Many inmates were incarcerated for violent crimes; many were there for lesser offences. At Attica, they were treated without distinction, as numbers or niggers or animals to be caged. Rev. Charles F. Williman, of St. Paul's United Church of Christ, in a sermon at the funeral of one of the deceased guards extolled, Attica is a part of the tragedy that is the world.

What is this tragedy? This is the tragedy of man's inhumanity, the failure to implement the American dream in an operational reality. The American Creed holds that this nation subscribes to the doctrine of equal opportunity and recognition of individual worth. These tenets can be implemented only by concerted and supported national effort, operating in a state and regional framework, to meet the needs of the disadvantaged; to change the behaviors of the imprisoned.

Attica, according to Time, is not the worst of the 4,770 American prisons and jails. It has too much competition. It is,

however, fairly typical of a penal system that will stand to attest to the disgrace of the nation and the failure of a civilization (Time, Sept. 27, 1971).

This nation does have a responsibility to the one million men and women, adult illiterates, who are incarcerated--supposedly to prepare them for reintegration into society and at the same time to protect society against them until they are able to function as fully productive persons in the free world. These functionally illiterates cannot and will not achieve the goal of social and economic reintegration and productivity until they overcome the handicaps of academic, vocational, and social deficiencies. In 1969, under the Adult Education Act of 1966, funds were made available to support a program designed specifically to achieve the goal of academic, vocational, and social development of the functionally illiterate adult population. The dividends from this investment of national funds will long be coming, as functionally illiterate tax-burdens are transformed into productive tax-paying citizens.

The factors of historical antecedent, social rejection, and physical isolation militate against acceptance of responsibility for the offender. Society has acknowledged an obligation to help the non-offender adult illiterate develop skills, knowledge, and attitudes to make him capable of assuming his adult role in the community. Yet, the one million illiterate offenders, 96 percent

of whom will walk the streets as free men after an average prison stay of only two years (American Bar Assoc., 1971) until very recent times have been denied an opportunity to extricate themselves from the cesspool of illiteracy.

The bulk of correctional resources has been and continues to be spent on incarceration, a strategy which can only work against possible reintegration of the offender into a free society. They are cut off from schools, families, jobs. They have no chance to rise above the level of illiteracy. If the correctional system--in fact--is going to correct, there must be a redirection in the system.

A

Adult Basic Education in Corrections Program

In May, 1969, the Education Research and Development Center of the University of Hawaii, with support from the United States Office of Education, Division of Adult Education Programs, initiated a program designed to promise a new direction in corrections through adult basic education. The Adult Basic Education in Corrections Program is a vehicle for multidisciplinary, interagency and interdepartmental marshalling of forces to meet the needs of the men and women in the state and federal prisons and reformatories. This is a model for redirection in corrections. The program is a tacit acknowledgement of the critical need to provide educational programs to meet the special needs of adult offenders whose basic academic, vocational, and social deficiencies

militate against their being fully functioning persons in either the closed or open society. Three distinct but related outcomes have been realized thus far from the program: (1) analysis of the existing situation, (2) synthesis of a conceptional model of adult basic education in corrections, (3) design of 66 models for delivery systems of adult basic education in corrections. In 1971, instructional models with produced or selected hardware and software will be designed for 60 institutions. This is a drop in the bucket. The real challenge is ahead--getting adult basic education in corrections systems implemented and operational in the over 4,000 institutions which will not have been touched thus far--bringing adult basic education in corrections to over one million academically, socially, and vocationally deprived adults. Implementing the assumption that the extent to which systems techniques are effective in bringing about positive change in a system depends on the degree to which the environment has been prepared for introduction and operation of a new system, the Adult Basic Education in Corrections Program provides and has included a training counterpart to model design and implementation.

Since the program onset in 1969, training has been provided to 102 individuals and it is anticipated that 1972 will see training of another 150. In developing the conceptual model of adult basic education in corrections, four basic techniques were used. (1) Modeling, that is, the process of producing highly simplified

but controllable versions of real life situations, is a systems technique by which parts, functions, and processes can be organized and combined into meaningful wholes. (2) Analysis, the process of identifying a whole, relating the parts to each other and to the whole itself, separating the parts and limiting the process so parts do not lose identity (Silvern, 1965a). (3) Synthesis, an innovation consisting of identifying parts which are essentially unrelated, relating these parts, combining them to form new wholes, and limiting this process when combination is either not possible or not needed (Silvern, 1970). (4) Simulation, the testing of a model or processing data through a model to see if it produces predictable results (Silvern, 1965).

A generalized model for producing a model shown in Figure 1 (based on Silvern, 1965), describes the way in which analysis,

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synthesis, modeling, and simulation were related to produce the conceptual model. In the flowchart models, such as the one in Figure 1, functions are shown in functional blocks, or rectangles, each of which is identified by a descriptor, such as CONCEPTUALIZE THE SYSTEM, and a point numeric code, such as 1.0, 2.0, . . . n. Sub-functions, such as EXAMINE REAL LIFE ENVIRONMENT, and ASSESS NEEDS are coded 1.1, 1.2 . . . n. The signal path represented by a straight line with arrowhead at the end carries objects, activi-

ties, information or data in the direction of the arrowhead. The feedback signal (F) indicates that information is output from a subsystem and then input to a preceding subsystem to create a closed loop and control output of the preceding subsystem.

## Adult Basic Education in Corrections Model

The conceptual model of adult basic education in corrections is shown in Figure 2.

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## Overview of the Model

The Model of Adult Basic Education in Corrections provides a blue print for management and instruction correctional settings, and constitutes a vehicle by which it is possible to organize parts, functions and processes of a basic education into a meaningful whole and at the same time insure integration of education with other elements in the total system of corrections. Hillier and Lieberman (1967) point out the tendency in any organizational system for the various components to grow into relatively autonomous empires, each with its own goals and values, thereby losing sight of the way in which the activities and objectives of the separate sectors should mesh with those of the total system. Reisman and Taft (1969) hold that it is not unlikely to find components of a system working at cross purposes. Miller (1969) observes that the more complex the system the more difficult it is to allocate available resources

to contribute to the working of the organization as a whole. These problems are manifest in corrections, deriving in part from historical antecedents which emphasized punitive and retributive aspects of criminal justice, and heightened by the problem of allocating resources to support potentiality in compatible functions of industry, security and education. The Model of Adult Basic Education in Corrections is designed to provide a means of integrating education with other functions of corrections, and offers a way to achieve control in a performance context, through continuous appraisal and program adjustment. A closed loop pattern insures demonstrated performance will be evaluated against performance objectives and assigned functions.

The judicious use of analysis, synthesis, modeling, and simulation to manage adult basic education in corrections should eventuate in clearly defined goals and purposes, identified methods by which these purposes can be achieved, consideration of alternatives in terms of consequences, and evaluation of individual progress and project effectiveness.

Functions in the Model of Adult Basic Education in Corrections

There are seven functions or elements in the Model of Adult Basic Education in Corrections developed in Phase I of the University of Hawaii Program: (1) conceptualizing the system; (2) processing information; (3) establishing a philosophy and assessing needs; (4) defining goals and objectives; (5) formulating plans;

(6) implementing programs; (7) measuring outcomes and evaluating individuals and programs. Each function has a number of supporting sub-functions, with every function and subfunction bearing a direct relation to the operation of the total system.

The relationships between and among the Model functions are shown in the first level detail in the flowchart model in Figure 2,

which shows a closed loop model with feedback at appropriate places to exercise quality control and guide ongoing changes and adjustments within the system. Each of the seven major subsystems must be implemented to achieve an effective, efficient system operation.

Conceptualize the System (1.0). The basis for sound educational management is a clear statement of the system (Banathy, 1968). This system description including all elements which are part of the system universe can be accomplished by analysis, which should serve to set the limits to the area of concern by separating the system from its environment and relating it to other distinct systems. It is essential at the onset to identify relationships among the major components of the corrections supersystem, elucidating roles and functions of industry, security, and education, and defining the subsystems of correctional education. This model is concerned with adult basic education in corrections. Therefore,

it is incumbent upon the decision-maker to start with a working definition of adult basic education. This Model implements the definition of adult basic education given in Public Law 89-750 (1966) and 91-230 (1970). The foundation for system design is specification of parameters--the system requirements in terms of time, facilities, budget, personnel, and learners.

Process Information (2.0). The Adult Basic Education in Corrections Model is an information model. To achieve an efficiently functioning system, there must be provision for obtaining, evaluating, and utilizing information. Four kinds of information must be at hand: input, output, process, and environmental. It is essential to know what the learners are like at entry point; what they are like when they exit the system; the extent to which any adult basic education activity directed to goal attainment is effective; and the relation of the system to the environment. A feedback system implemented in this model is part of the design to provide continuous information at appropriate operational decision points so changes in the system can be made as a result of information received about the environment with its social, cultural, and value factors. Analysis of information about the general prison population, learner subgroups, the cultures and social structures inside and outside of the institution provides a basis for examining a philosophy and assessing needs.

Establish Philosophy and Assess Need (3.0). A system cannot function effectively apart from the real life environment of which it is a part. In (2.0) the focus is on this real-life environment. It is here that the dynamic conditions which combine to make up the real-life environment of the adult offender are considered. In taking into account social and cultural factors and value systems, there is an implicit obligation to consider these data in relation to the target population of offenders and the two environments in which they must relate. It is not enough to think of the parameters of the closed environment of the prison setting, with its own social relations and structures, subcultures, and conflicting values. It is equally important to consider the environment of the free community, to which most of the offenders will return. It is essential to explicate the underlying philosophy of the total system as a precondition to assessing needs. It is here that immediate and long range goals of the correctional system must be taken into account. The philosophy of any setting, that is the statement of guiding beliefs about the purposes of corrections and education, the rights, responsibilities of the offender, should serve to establish the ideal baseline to use in assessing needs. Analyzing the existing situation and comparing it to the ideal situation implementing the setting philosophy should result in pointing up discrepancies between real and ideal. These discrepancies represent needs to be met.

Define Mission, Goal and Objectives (4.0). Systems procedures generally are defined in terms of two basic operations: stating goals to resolve identified problems, and organizing procedures to achieve defined goals. Ryan (1970a) holds that the critical point in use of systems techniques is reached when system mission and goals are defined. Goals must be implemented in objectives, followed by priority ranking of multiple objectives, and choosing between incompatible objectives. In the correctional setting it is important to state alternative objectives based on profiles of individual learners. A spectrum of objectives should be available to implement broadly stated goals of Adult Basic Education in Corrections and facilitate individualization of instruction. The Model of Adult Basic Education in Corrections defines four basic goals of corrections: development of economic efficiency, development of social productivity, achievement of civic responsibility, and achievement of self realization (Ryan and Silvern, 1970). In each setting these goals must be implemented in sub-goals which, in turn, are broken down into performance objectives. This is accomplished as terminal performance behaviors are identified, conditions under which these behaviors will be demonstrated are named, and criterion levels of acceptable performance are stated. Objectives are tools to guide and direct management and teaching. Therefore, it is important that each objective meet a quality test. Ryan (1970a) describes a SPAMO test, which specifies five criteria

for quality which should characterize each objective: specificity, pertinence, attainability, measurability, and observability.

Formulate Plan (5.0). The crux of educational management and teaching lies in design of viable plans. In the Model of Adult Basic Education in Corrections these plans are conceptualized as hypotheses. The rationale for this is that each plan should be held as tentative, always subject to change as feedback from the system points up areas where change is needed. In the educational plans formulated in (5.0), objectives are detailed, resources and constraints identified, parameters modified and possible solutions identified and evaluated. Evaluation of alternatives and subsequent priority ordering leads to selection of best alternative. This is the plan to be implemented.

Implement Program (6.0). When the plan designed in (5.0) is put to the test, strategies are developed to create learning environments and experiences. The environment strategies rest on consideration of ecological factors, establishing a climate for learning, adapting or designing facilities, and providing for individualized and/or group instruction. An adult basic education curriculum is designed and implemented in units and lesson plans. Hardware and software are selected or produced involving evaluation and selection of alternative choices of materials-media-methods mixes to utilize various combinations of personnel and facilities at varying cost levels.

Measuring Outcomes of System Operation and Evaluating Individual Progress and Program Effectiveness (7.0). Measurement of outcomes is a precondition to evaluation of project plans developed in (5.0) and validation of strategies implemented in (6.0). Measurement must precede evaluation, as the data produced from measuring operations outcomes and products will provide the basis for judging system effectiveness. Measurement is partly a function of performance specifications which should spell out in precise measurement terms the terminal performance units intended to eventuate from implementing the project plans and strategies. Sound educational management and instruction rely on selection and use of appropriate measurement criteria. Measurement must include internal and external criterion tests. Internal tests administered immediately following and during implementation of project plans provide important information to indicate individual progress and suggest adjustments of the system. However, it is only through the external tests, administered in the form of long-term follow-up that data can be gathered to indicate true worth of the project.

Evaluation is a process of determining or judging value of performance or assigning values to performance outputs. Analysis of measurement data is the basis for evaluation. In the correctional setting it is imperative to implement the evaluative function internally and externally. This is accomplished by use of self-evaluation and external criterion evaluation, and by taking

evaluation on two time dimensions, immediate and long-term. The only way to evaluate a project is to find out the extent to which the intended product is being turned out. This means comparing performances implementing learner behaviors or products against criterion standards. Evaluation data feedback into the system to direct and control system modification. It is in the evaluation function that accountability is achieved. Feedback from evaluation returns to the system at given points--assessment of needs; definition of objectives, formulation of hypothesis, testing of hypotheses, and measurement of progress. Results of evaluation can change goals and objectives, introduce new information and modify needs, alter philosophical basis of the system, introduce changes in project plans, modify strategies of learning experiences and environments, and change testing procedures and instruments. It is through the evaluation function that system effectiveness and efficiency are determined.

## Conclusions

The story of the one million functionally illiterate men and women in the nation's correctional settings is not a happy one. Attorney General Ramsey Clark challenged this nation to have a clear and generous meaning of equality for all. He has called on us to strive to fulfill the obligations of a great nation, to achieve needed reform, to offer fulfillment, human dignity, and reverence for life. (Saturday Review, 1970).

We can--and we must--meet these challenges by superceding the caging concept with an educational concept--providing adult basic education for the men and women in every local, state and federal correctional institution in this nation. We can change their behaviors. We can rehabilitate and correct these outcasts from society. We can--and we must--continue to bring to and implement in every jail, penitentiary and reformatory in the nation the model of Adult Basic Education in Corrections, and thereby achieve redirection in corrections. We can--and we must--develop and implement systems of adult basic education for offenders. It is up to us to open the doors for over one million Americans to a productive, socially and personally acceptable and satisfying way of life.

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## FOOTNOTES

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[2]Paper presented to the National Association of Public and Continuing Adult Education/Adult Education Association Conference, Los Angeles, November 5, 1971.

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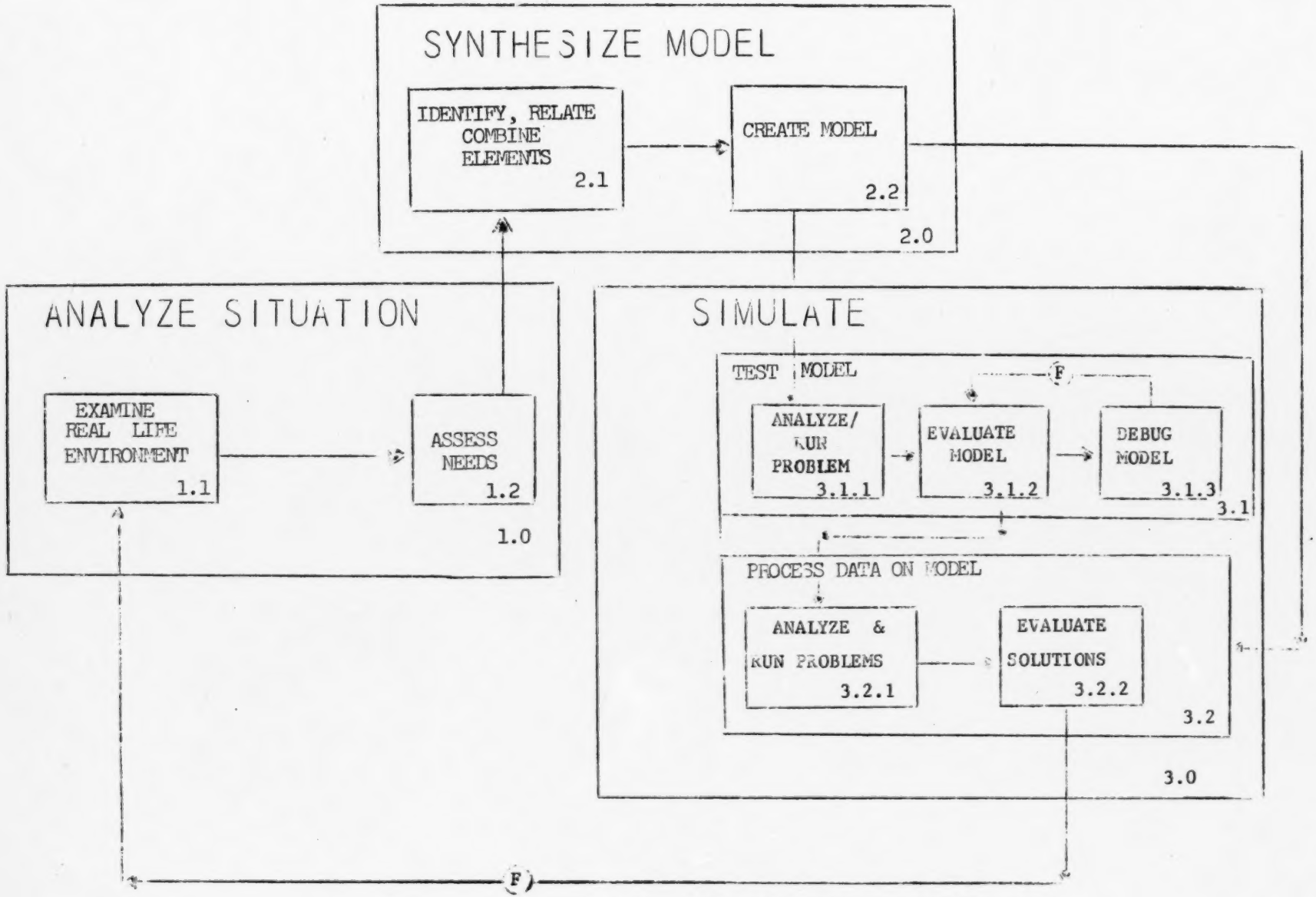


Fig. 1 Model for producing a model

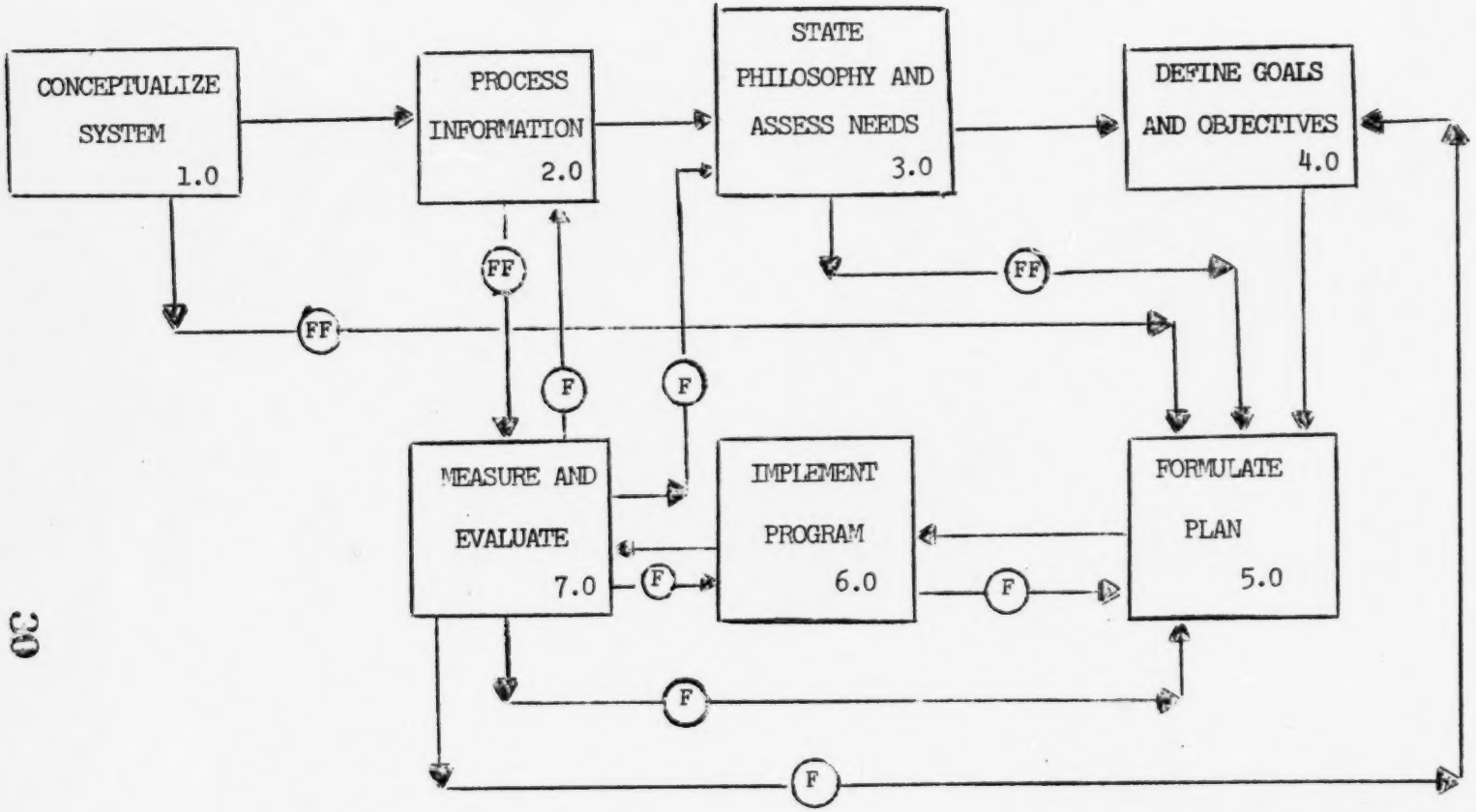


Figure 2 Model of Adult Basic Education in Corrections

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